

## Executive Registry

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SECURITY INFORMATION

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MAR 7 1952

TO: Deputy Director (Plans)  
FROM: Acting Assistant Director for Special Operations  
SUBJECT: Application of the Personnel Ceiling  
to the Office of Special Operations

1. PROBLEM.

a. The personnel ceiling established on 21 January 1952 is not considered by OSO to be in consonance with either present or planned commitments and functional responsibilities of this Office.

b. If the ceiling is maintained, damage may well result to significant operations, even though this may not become apparent immediately. Operational plans, and the planning function itself, are, moreover dislocated by the inconsistency between the present and contemplated Table of Organization on the one hand and the personnel ceiling on the other.

2. FACTS BEARING ON THE PROBLEM.

a. The Office has never been staffed to a point commensurate with its responsibilities, which have recently been increased, while the personnel ceiling as applied virtually coincides with the personnel now on duty or in process. (Annex 1)

b. In the preparation of this study, the ever-present necessity for more efficient utilization of current personnel assets has been fully recognized. It should also be remembered, however, that this Office has long endeavored to create a permanent and secure espionage organization through gradual expansion of its operational coverage. Should the listing of some of the following operational tasks appear to be a citation of initial efforts at perhaps too late a date, the plain fact of the matter is that OSO personnel assets are spread too thin at the present time to meet many of the most rudimentary requirements of the profession.

c. A number of functions of common concern to all the elements of the DD/P complex have been assumed by OSO and cannot be adequately or efficiently discharged without additional personnel. A certain number of the necessary people can, of course, be obtained through mutual adjustment between contributing Offices; nonetheless, adequate handling of the function in contrast to past neglect will, in most cases, require more persons than have previously been committed.

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(5.) Specific high priority endeavors which will suffer from a restriction of personnel at the present time, although best expressed in terms of a Table of Organization are: The operational procurement of communications intelligence, operations against Soviet and satellite installations outside the curtain, subversion and inducement of defectors, exploitation of foreign intelligence services, and concentrated counterespionage coverage and protection. All of these items will continue to be handled by personnel presently on the spot regardless of the decision on the present issue but always as a small piece of the larger local pattern and generally as an extra-curricular activity in the general operational complex. It is the specific attack against these targets by officers trained, oriented, and prepared for the single purpose which will not be achieved under the present limitations.

g. The statistics provided in Annex 2, showing the monthly rate of growth of the Office of Special Operations expressed in terms of persons on board, demonstrate that the growth of the Office during the period has been controlled and orderly, directly responsive to the growing functional demands of the espionage and counterespionage missions. They show, for example, an average EOD rate during 1951 of 17.5 for Headquarters and 21.1 for the field, or an over-all average during the period of 30 persons per month.

### 3. DISCUSSION.

a. The development of the Office of Special Operations, particularly in the period before the Korean war, was a slow and gradual one in which the personnel then directing OSO made a conscious effort to avoid too rapid expansion. For the past six years the growth of OSO has been conservative, Table of Organization requests have been reasonable, and no substantial number of unqualified or unsuitable personnel have been recruited. Beginning with the Korean war, additional tasks and increasingly heavy requirements have been imposed on the Office while at no time has expansion and staffing reached proportions enabling it to fulfill its mission adequately.

b. The present authorized Table of Organization represents a conservative and practical estimate of the personnel needed to perform the major portions of the mission as of February 1951. Some adjustments have been made since that date but a substantial number of requests for Table of Organization increases are being held up at the present time. The OSO Table of Organization actually represents a personnel requirements estimate conditioned by a full realization of the difficulties inherent in recruiting people of suitable background, experience, and competence. It should be noted in this connection that a large number of the officer recruitments of OSO in recent years have been the result of hand-tailored recruiting by

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OSO employees and are not the result of Agency personnel recruiting efforts as such.

c. The effect of the personnel ceiling is most immediately apparent with respect to the program of reorienting our operational effort towards established priority targets. It is clear that this program will not result in any substantial reduction in the number of personnel presently engaged in so-called marginal activity but will instead be implemented by the transfer of experienced people to high priority areas after replacement personnel have been provided. In addition, the present ceiling concept conflicts with the basic principle underlying OSO operations—that of developing long term assets in a given area as contrasted to the production of spot information—which implies an increasingly broader assumption of area and functional responsibilities in the espionage and counter-espionage fields. Both the ailed program and the basic principle are predicated upon the maximum utilization of experienced people and the orderly acquisition of replacement personnel, neither of which will be possible under the ceiling imposed.

d. The OSO Table of Organization as approved is closely keyed to plans and action projected for the accomplishment of the OSO mission. Unless Staffs and Divisions are given a firm Table of Organization which coincides with any long term personnel ceiling imposition, it will be difficult for them to provide for an orderly expansion and development of their capabilities. It is desirable that the Office be given a firm Table of Organization and personnel commitment at the earliest possible date in order that planned and immediately projected operations may be correspondingly reduced or continued.

#### h. CONCLUSIONS.

a. It can be assumed that this Office will, under present circumstances, receive a proportionate share of the permitted recruiting rate of        persons per month and that this figure may roughly approximate the OSO average rate of growth of        persons per month noted under paragraph 2 above. Aside from the administrative difficulties involved in such a program, it constitutes an unrealistic and artificial barrier to recruiting in the face of a competitive personnel market where people meeting Agency standards are at a premium. Then, too, this system is not compatible with the necessary expression of personnel requirements in terms of a Table of Organization.

#### 5. ACTION RECOMMENDED.

a. Inasmuch as there is no feasible way to express the personnel requirements of an organization—staff, supporting, or operational—other than by means of a Table of Organization, it is recommended that the presently conflicting concepts of personnel ceilings and Tables of Organization be brought into line and henceforth be considered as synonymous

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terms. It is further requested that the following actions be approved in the order listed:

(1.) Upward revision of the OSO ceilings to the level expressed in the presently approved Table of Organization in order to permit resumption of normal recruiting practices and avoid any disruption of operations.

(2.) Consideration and approval of unit Tables of Organization expressing the personnel requirements implicit in the common concern functions assigned to OSO, and concurrent revision of personnel ceilings to permit acceptance of persons presently performing these functions outside of OSO.

(3.) Consideration and approval of a completely revised OSO Table of Organization reflecting on a unit basis the precise personnel requirements imposed by currently assigned functions and currently active or planned operations. This revised Table of Organization would then become the approved personnel ceiling subject to modification only as functional responsibilities are changed or operational priorities assigned.

b. These recommendations are based on our belief that the Office of Special Operations has consistently tried to observe the spirit of the Director's remarks relative to personnel recruiting policy and general Agency expansion as evidenced by the conservative rate of growth maintained during past years.

  
Acting Assistant Director  
Special Operations

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ANNEXES:

- Annex 1 - Personnel Ceilings - OSO
- Annex 2 - Analysis of OSO Personnel  
Strength for 1950 and 1951

cc: ADD/P(A)

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